

Southern California Association of Governments

# *Draft* 2008 Regional Transportation Improvement Program

## Executive Summary Volume I of III

FY 2008-09 -2013/14

June 2008



# MISSION STATEMENT

Leadership

Vision

Progress

Leadership, vision and progress which promote economic growth, personal well-being, and livable communities for all Southern Californians.

**The Association will accomplish this Mission by:**

- Developing long-range regional plans and strategies that provide for efficient movement of people, goods and information; enhance economic growth and international trade; and improve the environment and quality of life.
- Providing quality information services and analysis for the region.
- Using an inclusive decision-making process that resolves conflicts and encourages trust.
- Creating an educational and work environment that cultivates creativity, initiative, and opportunity.

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**VENTURA COUNTY TRANSPORTATION COMMISSION:**

Keith Millhouse, Moorpark

5/09/08

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Southern California Association of Governments

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**DRAFT**

2008

**REGIONAL TRANSPORTATION IMPROVEMENT PROGRAM**

*(FISCAL YEAR 2008/09-2013/14)*

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**EXECUTIVE SUMMARY**

*(Volume I of III)*

*June 2008*



**SOUTHERN CALIFORNIA  
ASSOCIATION of GOVERNMENTS**



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# EXECUTIVE SUMMARY

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## INTRODUCTION

This report is a summary of the 2008 Regional Transportation Improvement Program (RTIP) for the SCAG region. SCAG comprises the six counties of Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura. The 2008 RTIP is a capital listing of all transportation projects proposed over a six-year period, Fiscal Years (FY) 2008/09 – 2013/14. This listing identifies specific funding sources and funding amounts for each project. Projects include highway improvements, transit, rail and bus facilities, high occupancy vehicle lanes, signal synchronization, intersection improvements, and freeway ramps.

The RTIP must include all transportation projects that require federal funding, as well as all regionally significant transportation projects for which federal approval (Federal Highway Administration or Federal Transit Administration) is required, regardless of funding source. The RTIP projects are consistent with the 2008 Regional Transportation Plan (RTP), which was adopted by SCAG on May 8, 2008. The RTIP is developed to implement the programs and projects in the RTP.

## 2008 RTIP

The 2008 RTIP programs a total of \$24.5 billion for implementing transportation projects within the next six fiscal years (FY 2008/09 – 2013/14). All projects included in the 2008 RTIP are consistent with the current RTP policies, programs, and projects.

The 2008 RTIP was developed in compliance with state and federal requirements. County Transportation Commissions have the responsibility under State law to propose county projects, in coordination with cities and local agencies using the current RTP policies, programs, and projects as a guide. Locally prioritized lists of projects were forwarded to SCAG for analysis. From these lists, SCAG developed the 2008 RTIP based on consistency with the current RTP, and financial constraint and conformity requirements.

Guidelines for the development of the 2008 RTIP were made available in October 2007 to all of the region's transportation stakeholders who assisted in the development of the 2008 RTIP. The guidelines describe the process and procedures for selecting projects and developing the RTIP document. Copies of the 2008 RTIP guidelines are available to the public upon request.

The 2008 RTIP implements the 2008 RTP. Upon approval by the federal agencies, the 2008 RTIP will replace the current operating RTIP. The 2008 RTIP is consistent with the 2008 State Transportation Improvement Program (STIP) cycle and incorporates the SCAG portion of the 2008 STIP.

## COMPARISON OF THE STATE AND FEDERAL TIPs

The STIP is the State's compilation of all state and federally funded transportation projects. It is composed of all projects funded out of the State Highway Account, which is divided into several parts, including state priorities on interstate facilities, safety and maintenance, bridge replacements, and rail. In addition, a portion is divided into regional and inter-regional improvements. It is made up of the 75 percent regional improvement projects which are nominated by local and regional agencies and the 25 percent Inter-regional Transportation Improvement Program (ITIP) which are nominated by the State Department of Transportation.

The 2008 RTIP is SCAG's compilation of state, federal, and local funded transportation projects. In addition to projects identified in the STIP, the RTIP includes federal Congestion Mitigation Air Quality (CMAQ) and Surface Transportation Program (STP) funds, other federal funds and projects entirely funded out of local and private funds.

## TRANSPORTATION CONFORMITY

The federal Clean Air Act (CAA) establishes air quality standards and planning requirements for various air pollutants. To comply with the CAA in achieving the National Ambient Air Quality Standards (NAAQS), the California Air Resources Board (ARB) develops State Implementation Plans (SIPs) for federal non-attainment and maintenance areas. In California, SIP development is a joint effort of the local air agencies and ARB working with federal, state, and local agencies (including the Metropolitan Planning Organizations). Local Air Quality Management Plans (AQMPs) are prepared in response to federal and state requirements. The SIP includes two important components relative to transportation and air quality conformity analysis – emissions budgets and Transportation Control Measures (TCMs). Emissions budgets set an upper limit which transportation activities are permitted to emit. TCMs are projects which employ strategies to reduce emissions from on-road mobile sources.

Transportation conformity is required under CAA section 176(c) to ensure that federally supported highway and transit project activities "conform-to" the purpose of the SIP. Conformity currently applies to areas that are designated non-attainment, and those re-designated to attainment after 1990 ("maintenance areas" with plans developed under CAA section 175[A]) for the following transportation-related criteria pollutants: ozone, particulate matter (PM<sub>2.5</sub> and PM<sub>10</sub>), carbon monoxide (CO), and nitrogen dioxide (NO<sub>2</sub>). Conformity to the purpose of the SIP means that transportation activities will not cause new air quality violations, worsen existing violations, or delay timely attainment of the relevant NAAQS. The transportation conformity regulation is found in 40 CFR part 93 and provisions related to conformity SIPs are found in 40 CFR 51.390.

## CLEAN AIR ACT DESIGNATIONS IN THE SCAG REGION

### Air Basins and Air Districts in the SCAG Region

SCAG is a six-county region that contains four air basins administered by five air districts:



- The South Coast Air Basin (SCAB) covers the urbanized portions of the Los Angeles, Riverside, and San Bernardino counties as well as the entire County of Orange and is within the jurisdiction of the South Coast Air Quality Management District (SCAQMD).
- The Ventura County portion of the South Central Coast Air Basin (SCCAB) covers Ventura County and is within the jurisdiction of the Ventura County Air Pollution Control District (VCAPCD).
- The Mojave Desert Air Basin (MDAB) covers the desert portions of Los Angeles, Riverside, and San Bernardino counties. A small portion of this air basin is in Kern County and outside of the SCAG region. The SCAG portion of this air basin is under the jurisdiction of three air districts:
  - The Mojave Desert Air Quality Management District (MDAQMD) administers portions of the MDAB situated in San Bernardino County and eastern Riverside County. The Riverside County portion is known as the Palo Verde Valley Area.
  - The SCAQMD administers the portion of MDAB in Riverside County situated between the Salton Sea Air Basin (SSAB) and the Palo Verde Valley Area.
  - The Antelope Valley Air Quality Management District (AVAQMD) administers the Los Angeles County portion of the MDAB.
- The SSAB covers all of Imperial County and the eastern portion of Riverside County (excluding the MDAB portion). This air basin is under jurisdiction of two air districts:
  - The Imperial County Air Pollution Control District (ICAPCD) administers the Imperial County portion of the SSAB.
  - The SCAQMD administers the Riverside County portion of the SSAB situated between the SCAB and the MDAB.

### **Non-Attainment / Maintenance Areas in the SCAG Region**

The federal non-attainment/maintenance areas in the SCAG region are:

- Ventura County Portion of SCCAB – non-attainment area for 8-hour ozone
- SCAB – non-attainment or maintenance area for: NO<sub>2</sub>; CO; PM<sub>10</sub>; PM<sub>2.5</sub>; and 8-hour ozone
- Western MDAB (Antelope Valley portion of Los Angeles County and San Bernardino County portion of MDAB excluding Searles Valley) – non-attainment area for 8-hour ozone
- San Bernardino County portion of MDAB:
  - Searles Valley – non-attainment for PM<sub>10</sub>
  - San Bernardino County (excluding the Searles Valley area) – non-attainment area for PM<sub>10</sub>
- Riverside County Portion of SSAB (Coachella Valley) – non-attainment area for: PM<sub>10</sub> and 8-hour ozone
- Imperial County Portion of SSAB – non-attainment for 8-hour ozone and PM<sub>10</sub>
- The boundaries of the air basins, air districts, and non-attainment and maintenance areas are illustrated in Exhibit A at the end of Technical Appendix, Volume II, Section I.

## Applicable Emissions Budgets in the SCAG Region

For the 2008 RTIP conformity determination, the applicable emissions budgets are established in the SIPs as described below:

- Ventura County Portion of SCCAB
  - 2008 8-Hour Ozone Early Progress Plan
- SCAB
  - 2007 Ozone SIP (using budgets deemed adequate by U.S. EPA May 2008)
  - 2007 PM2.5 SIP (using budgets deemed adequate by U.S. EPA May 2008)
  - 2007 CO SIP (Maintenance Plan)
  - 2007 NO2 SIP (Maintenance Plan)
  - 2003 PM10 SIP
- Riverside County Portion of SSAB (Coachella Valley)
  - 2008 8-Hour Ozone Early Progress Plan
  - 2003 PM10 SIP
- Western MDAB (Antelope Valley and portion of Los Angeles County and San Bernardino County portion of MDAB excluding Searles Valley)
  - 2008 8-Hour Ozone Early Progress Plan
- Imperial County Portion of SSAB (Ozone)
  - 2008 8-Hour Ozone Early Progress Plan

## SIP Status in Other Areas of the SCAG Region

In absence of the applicable emissions budgets for conformity, SCAG has to conduct interim emissions tests for regional emissions analysis of the 2008 RTIP. At the present time, there is no federally approved SIP for the following areas:

- San Bernardino County Portion of MDAB (PM10)
- Searles Valley Portion of MDAB (PM10)
- Imperial County Portion of SSAB (PM10)

## Applicable TCMs

The SIP documents for the applicable TCMs in the SCAG region are:

- SCAB – The TCM01 established in the 1994 Ozone SIP functions as the applicable TCM categories for the conformity finding (timely implementation of TCM analysis). The TCM categories in the 2007 AQMP/SIP as well as the 2003 Ozone AQMP/SIP and the 1997 (as amended in 1999) Ozone AQMP / SIP are consistent with the TCM01 categories listed in the 1994 Ozone AQMP/SIP.
- The Ventura County portion of SCCAB – The TCM strategies incorporated in the 1994 (as amended in 1995) Ozone AQMP/SIP function as the applicable TCMs for conformity finding. Note, the 2004 Ozone AQMP/SIP was prepared to address new motor vehicle



emissions budgets. No changes were made to the TCM strategies listed in the 1994 (as amended in 1995) Ozone AQMP/SIP.

It should be noted that while the 1-hour ozone standard has been revoked and replaced with an 8-hour ozone standard, the TCMs in the 1-hour ozone SIPs remain applicable. There are no applicable TCMs in any other federal non-attainment or maintenance areas in the SCAG region.

## **CONFORMITY STATUS OF CURRENT RTP AND RTIP**

On May 8, 2008, the SCAG Regional Council approved the conformity finding for the 2008 RTP. SCAG has forwarded the 2008 RTP, adopting resolution, and other supporting materials to FHWA and FTA for review and approval.

On June 7, 2004, the federal conformity determination for the 2004 RTP was issued for the following non-attainment and maintenance areas:

- SCAB (ozone, CO, NO<sub>2</sub>, and PM<sub>10</sub>)
- San Bernardino County portion of MDAB (PM<sub>10</sub>)
- Coachella Valley portion of the SSAB (PM<sub>10</sub>)
- Imperial County portion of the SSAB (ozone and PM<sub>10</sub>)

On June 16, 2004, the federal conformity determination for the 2004 RTP was issued for the non-attainment and maintenance areas listed below. However, the effective date for the conformity determination for the entire SCAG 2004 RTP, including all of the air basins, was June 7, 2004.

- Ventura County portion of the SCCAB (ozone)
- Southeast Desert Modified Area (ozone)

The federal 8-hour ozone and PM<sub>2.5</sub> conformity determinations for the 2004 RTP and 2004 RTIP was issued by the federal agencies on May 12, 2005, and March 30, 2006, respectively.

On October 2, 2006, the federal agencies approved funding and determined conformity of the 2006 RTIP and 2004 RTP as amended by SCAG on February 2, 2006 and July 27, 2006.

## **CONFORMITY ANALYSES AND TESTS FOR THE 2008 RTIP**

Under the U.S. DOT Metropolitan Planning Regulations and EPA's Transportation Conformity Regulations, SCAG's 2008 RTIP needs to pass five tests.

- ✓ Consistency with SCAG's RTP  
(23 CFR, Section 450.324 of the U.S. DOT Metropolitan Planning Regulations)
- ✓ Regional Emission Analysis  
(40 CFR, Sections 93.109, 93.110, 93.118, and 93.119)
- ✓ Timely Implementation of Transportation Control Measures (TCMs) Analysis

- (40 CFR, Section 93.113)
- ✓ Financial Constraint Analysis  
(40 CFR, Section 93.108 and 23 CFR, Section 450.324)
- ✓ Interagency Consultation and Public Involvement Analysis  
(40 CFR, Sections 93.105 and 93.112 and 23 CFR, Section 450.324)

All of the above conformity tests have been passed and the results are detailed below.

## CONFORMITY DETERMINATIONS FOR THE 2008 RTIP

SCAG has made the following conformity findings for the Draft 2008 RTIP under the required federal tests.

### ✓ Consistency with 2008 RTP Test

**Finding:** SCAG's 2008 RTIP (project listing) is consistent with the 2008 RTP (policies, programs, and projects).

### ✓ Regional Emissions Tests

These findings are based on the regional emissions test analyses shown in Tables 14 -26 in Technical Appendix, Volume II, Section II.

**Finding:** The regional emissions analyses for the Draft 2008 RTIP update the regional emissions analyses for the 2006 RTIP and the 2008 RTP.

**Finding:** The Draft 2008 RTIP regional emissions analysis for PM<sub>2.5</sub> and its precursors meet all applicable emission budget tests for all milestone, attainment, and planning horizon years in the SCAB.

**Finding:** The Draft 2008 RTIP regional emissions for the ozone precursors meet all applicable emission budget tests for all milestone, attainment, and planning horizon years for the SCAB, SCCAB (Ventura County), Western MDAB (Antelope Valley and San Bernardino County portion excluding Searles Valley), SSAB (Coachella Valley and Imperial County portions).

**Finding:** The Draft 2008 RTIP regional emissions for NO<sub>2</sub> meet all applicable emission budget tests for all milestone, attainment, and planning horizon years in the SCAB.

**Finding:** The Draft 2008 RTIP regional emissions for CO meet all applicable emission budget tests for all milestone, attainment, and planning horizon years in SCAB.

**Finding:** The Draft 2008 RTIP regional emissions for PM<sub>10</sub> and its precursors meet all applicable emission budget tests for all milestone, attainment, and planning horizon years in SCAB and the SSAB (Coachella Valley).



**Finding:** The Draft 2008 RTIP regional emissions for PM10 meet the interim emission test (build/no-build test) for all milestone, attainment and planning horizon years for the MDAB (San Bernardino County portion and Searles Valley portion) and for the SSAB (Imperial County portion).

✓ **Timely Implementation of TCM Test**

**Finding:** The TCM1 project categories listed in the 1994/1997/2003/2007 Ozone SIPs for the SCAB area were given funding priority and are on schedule for implementation. For those cases where an obstacle to implementation had been identified, actions are being taken to overcome such obstacles.

**Finding:** The TCM strategies listed in the 1994 (as amended in 1995) Ozone SIP for the SCCAB (Ventura County) were given funding priority and are on schedule for implementation. For those cases where an obstacle to implementation had been identified, actions are being taken to overcome such obstacles.

✓ **Financial Constraint Test**

**Finding:** The Draft 2008 RTIP is fiscally constrained, and is consistent with the adopted 2008 RTP

✓ **Inter-agency Consultation and Public Involvement Test**

**Finding:** The Draft 2008 RTIP complies with all federal and state requirements for interagency consultation and public involvement. SCAG's Transportation Conformity Working Group has served as a forum for interagency consultation and, additionally, there were many ad-hoc meetings held between the stakeholder agencies for this purpose.

## FINANCIAL PLAN

The RTIP must include a financial plan that complies with federal financial constraint requirements. In non-attainment and maintenance areas, the financial plan must limit the programming of projects for the first two years of the RTIP to those for which funds are available or committed (23 CFR 450.324(e)). Revenues may be reasonably available in the outer years of the RTIP to support programming levels for those years. In compliance with 23 U.S. Code Section 134(h) and 23 CFR Section 450.324(e), SCAG's 2008 RTIP demonstrates financial constraint by identifying all transportation revenues including local, state, and federal sources available to meet the region's programming totals.

In accordance with State Assembly Bill 1246 (AB1246), County Transportation Commissions within the SCAG region and the Imperial Valley Association of Governments (IVAG) are responsible for short-range planning and programming including the development of the County Transportation Improvement Programs. The policy boards of the region's County Transportation Commissions and IVAG have approved their respective programs and committed necessary funds to implement the projects listed in the 2008 RTIP. SCAG has received final resolutions

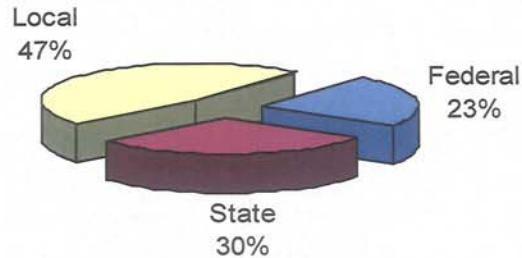
from each of the County Transportation Commissions and IVAG certifying financial constraint. Additionally, the 2008 RTIP is consistent with the adopted 2008 RTP (May 8, 2008) as required by the California Government Code, Section 65080.

SCAG's 2008 RTIP utilizes the 2008 State Transportation Improvement Program (STIP) Fund Estimate, adopted by the California Transportation Commission on October 24, 2007, as required by the California Government Code, Section 14527. Additionally, programming levels for the Regional Surface Transportation Program (RSTP) and the Congestion Mitigation Air Quality (CMAQ) program are based on estimated distribution of funds provided by the California Department of Transportation (Caltrans) to MPOs. In addition to state and federal funded projects, the 2008 RTIP includes local projects that are regionally significant and may require federal approval, regardless of funding source. Local funding sources associated with these projects are identified as well. Consistent with federal guidelines, the 2008 RTIP revenues and programming estimates are expressed in year-of-expenditure (or nominal) dollars.

SCAG is also responsible for making the following determinations:

The 2008 RTIP includes projects and programs totaling \$24.5 billion over the next six years. Exhibit 1 is a summary of fund sources categorized as federal, state, and local sources. Exhibit 1 and its accompanying pie chart illustrate that 23 percent of the total is from federal funds, 30 percent is from state funds, and 47 percent is from local funds.

**Summary of 2008 RTIP by Funding Source**



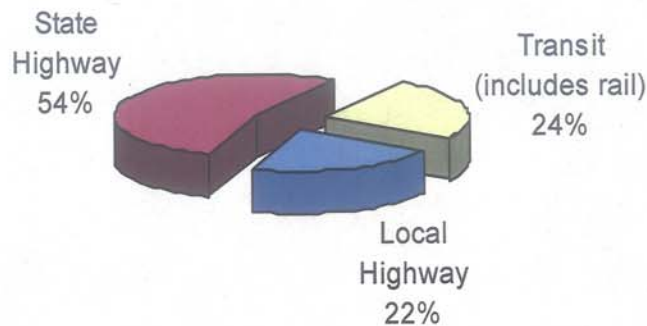
**Exhibit 1**  
**Summary of 2006 RTIP by Funding Source**  
(in millions)

	<i>Federal</i>	<i>State</i>	<i>Local</i>	<i>Total</i>
<b>2008/09</b>	1,824,044	3,423,292	3,125,709	8,373,045
<b>2009/10</b>	1,105,210	1,320,136	2,313,860	4,739,206
<b>2010/11</b>	966,323	1,938,113	1,974,989	4,879,425
<b>2011/12</b>	707,166	522,780	1,003,837	2,233,783
<b>2012/13</b>	777,485	105,956	2,102,246	2,985,687
<b>2013/14</b>	244,909	45,671	975,004	1,265,584
<b>Total</b>	5,625,137	7,355,948	11,495,645	24,476,730
<b>% of Total</b>	23%	30%	47%	100%



Exhibit 2 summarizes the funds programmed in the local highways, state highways and transit (including rail) programs. Exhibit 2 and its accompanying pie chart illustrate that 54 percent of the total \$24.5 billion in the RTIP is programmed in the State Highway Program, 22 percent in the Local Highway Program, and 24 percent in the Transit (including rail) program. For further information, please refer to the Financial Plan section of the Technical Appendix (Volume II of the 2008 RTIP). The six pie charts on the following page summarize the funds programmed in the 2008 RTIP for each county in the SCAG region for State Highway, Local Highway, and Transit (including rail) Programs.

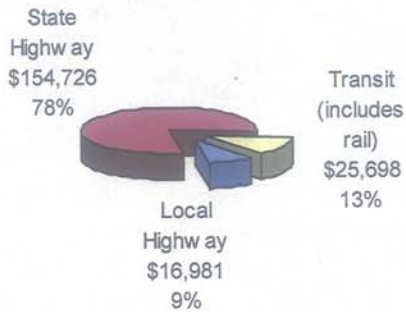
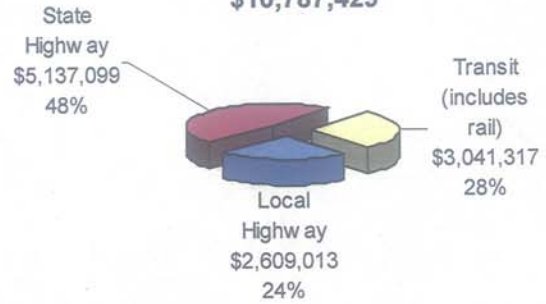
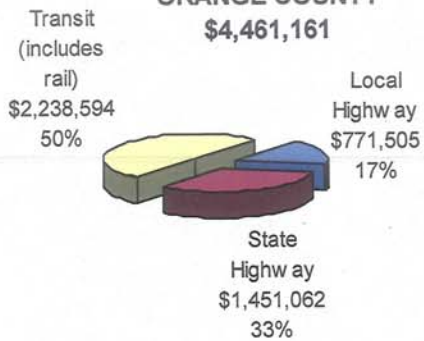
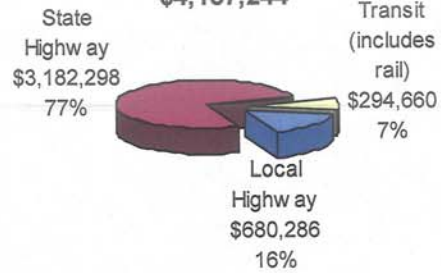
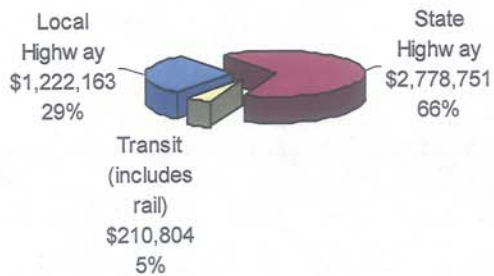
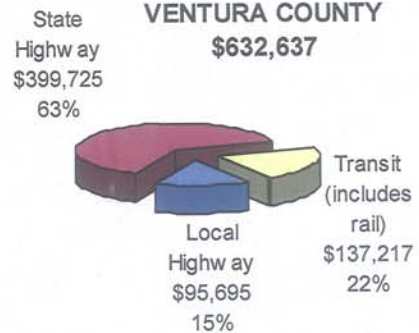
**Summary of 2008 RTIP by Program**



**Exhibit 2**  
**Summary of 2008 RTIP by All Programs**  
(in thousands)

	<i>Local Highway</i>	<i>State Highway</i>	<i>Transit (includes rail)</i>	<i>Total</i>
<b>2008/09</b>	1,407,845	4,833,847	2,131,353	8,373,045
<b>2009/10</b>	1,028,997	2,187,452	1,522,757	4,739,206
<b>2010/11</b>	1,093,741	3,103,615	682,069	4,879,425
<b>2011/12</b>	538,580	988,329	706,874	2,233,783
<b>2012/13</b>	937,532	1,562,003	486,152	2,985,687
<b>2013/14</b>	417,184	429,315	419,085	1,265,584
<b>Total</b>	5,423,879	13,104,561	5,948,290	24,476,730
<b>% of Total</b>	22%	54%	24%	100%

(in \$millions)

**IMPERIAL COUNTY**  
**\$197,405****LOS ANGELES COUNTY**  
**\$10,787,429****ORANGE COUNTY**  
**\$4,461,161****RIVERSIDE COUNTY**  
**\$4,157,244****SAN BERNARDINO COUNTY**  
**\$4,211,718****VENTURA COUNTY**  
**\$632,637**



## INTERAGENCY CONSULTATION AND PUBLIC PARTICIPATION

SCAG has worked closely with the County Transportation Commissions, IVAG, Caltrans, CTC, FHWA, FTA, South Coast Air Quality Management District (SCAQMD), Ventura County Air Pollution Control District (APCD), Mojave Desert AQMD, Imperial County APCD, Antelope Valley Air Quality Management District (AVAQMD), ARB, EPA, and all transit operators in the SCAG region to develop the 2008 RTIP. In addition, the Transportation Conformity Working Group, the Modeling Task Force and the Regional Transportation Agencies Coalition (RTAC) functioned as part of the interagency consultation on all related matters.

EPA and USDOT assisted in the interpretation of the Transportation Conformity Rule and TEA-21 requirements to ensure that SCAG's analysis fulfills the conformity requirements. ARB and Caltrans assisted in providing the latest model assumptions. The County Transportation Commissions, IVAG, Caltrans (Districts 7, 8, 11, and 12), and the CTC assisted in providing additional detail on the design concept and scope of federally and non-federally funded projects in the RTIP. They also compiled information from local jurisdictions to demonstrate timely implementation of TCMs in the applicable implementation plans. Transit operators provided their input into this process through their respective County Transportation Commissions and IVAG.

SCAG staff will host three public hearings for the Draft 2008 RTIP. Two public hearings will be held at SCAG offices; the first hearing in Riverside on June 12, 2008 and the second in Los Angeles on June 19, 2008. The third hearing will be at the Orange County Transportation Authority office (550 South Main Street, Orange, CA 92863) on June 25, 2008. Video conferencing from designated sites are available but only for the hearings on June 12 and 19. Anyone can comment on the draft document at these public hearings.

Public hearing notices will be published in several newspapers. These publications include the Imperial Valley Press, Los Angeles Times, Orange County Register, San Bernardino County Sun, the Press Enterprise, Ventura County Star, La Opinion, and the Chinese Daily.

As part of the public participation process, the draft document is available on the website ([www.scag.ca.gov](http://www.scag.ca.gov)). Hard copies of the draft document are also available at SCAG offices and in 47 libraries across the six-county region. For a complete listing of libraries where a hard copy of the draft is available, please visit the website. Upon adoption of the 2008 RTIP, the document will be available through the website and public libraries.